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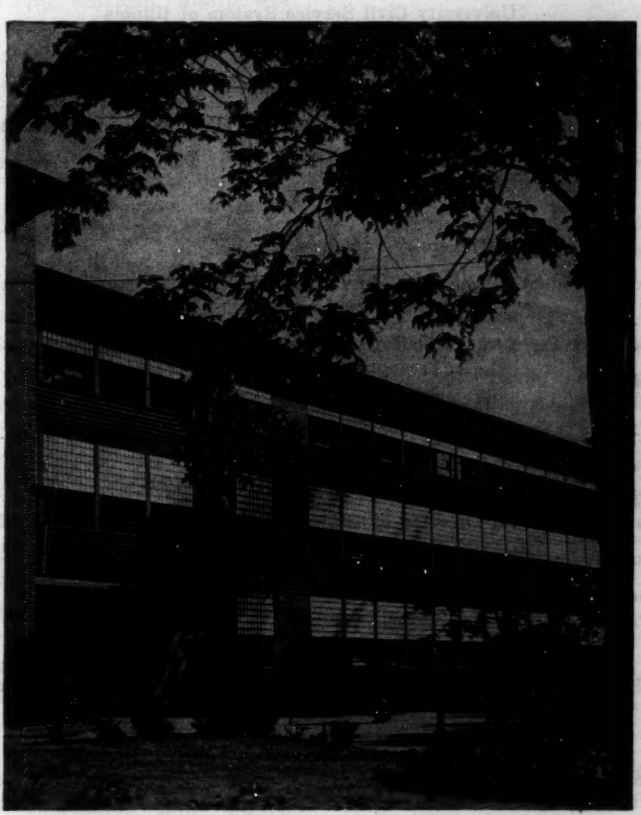

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PRESIDENT'S CORNER . . .

The world of education is fast moving front and center in international importance. The future promises increasing pressures on our colleges and universities. To do the job that must be done, our universities will require effective and efficient manpower. Responsibilities for a large part of this fall directly in our personnel officies.

As I see it, the responsibilities and obligations of this organization are also clear. It will be my aim to encourage and challenge CUPA members to better assume these responsibilities. It is our aim to provied for CUPA through the pages of the *Journal* stimulating articles of interest and value. I am asking that more members take an active working part in the Association, and I plan to call on many of you for specific assignments.

CUPA is eleven years old this year. We can look backward and congratulate ourselves on what has been accomplished, but I prefer to look forward at what can and must be done. During this coming year the Regional Groups plan meetings in Philadelphia for the Eastern Group; in Chicago for the Midwestern Group, and in Dallas for the Southern and Southwestern Groups. The Annual Conference will find Purdue as host in August, 1958. I know that we all benefit from the interchange of ideas and experiences at these meetings, and particularly the Regional Meetings, which tend to narrow discussions to problems peculiar to a specific area.

My best wishes to all of you. I want, and expect, suggestions and ideas from *you* as to how your Association and its officers can be of greater service. You can expect to hear from me.

Diedrich K. Willers
President

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ELEVENTH ANNUAL CONFERENCE

UNIVERSITY OF COLORADO, AUGUST 4-7, 1957

Gaining Support for the Personnel Program

EDWARD N. HAY

"The responsibility for a Personnel Program is with the operating heads, and not with the personnel staff, or with the Personnel Officer. The personnel man's job is to mobilize human resources to the best advantage."

To begin, a Personnel Program is what I call "mobilizing human resources". This is a very handsome phrase, and very general, but I don't thing it is accepted by a lot of personnel people. Many persons, when asked, "How did you happen to get into Personnel work?" respond with the phrase: "Well, I like people." This response is even more common from persons who would like to get into personnel work. Well, when the content of a Personnel Program is examined carefully, you will find there is very little "liking people" in it. There is some, however. I am only thinking of the hard knocks you have to go through. What do you do about a pension plan? Do you even have pension plans? I know some universities that don't, and I am very sorry for the people in those universities. A pension program is a very difficult thing to get through and get it adopted. It is a lot of hard knocks, and there is not much "loving people" in it.

The main thing I am going to say about a Personnel Program is that the responsibility for a Personnel Program is with the operating heads and not with the personnel staff or the Personnel Officer. This misplaced responsibility is very common, and it is common in industry, too. The Personnel fellows think that they are the "Personnel Program," and they are going to do this and they are going to do that, but, as a matter of fact, the true role is to aid the operating people who have to get the work done for whom the people work — they don't work for you. Your job is to help them mobilize their human resources to the best advantage, and I will go into detail about that in a moment.

How does the Personnel man work? Well, here are some of the ways: He helps develop policy on matters which affect people. The first president I worked for, as a Personnel Officer, was a very fine man who would give anybody the shirt off his back, and frequently did, figuratively speaking. He could be appealed to at any time, and he liked to do things in

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Mr. Hay was, for a number of years, an industrial engineer. For fourteen years he was the Personnel Director of a large Philadelphia bank. Since then he has been president of his own personnel and management consultant firm, with headquarters in Philadelphia, and for the same time he has been Editor of **Personnel Journal**, the oldest publication in the field. During the past year he has flown about 66,000 miles for speaking engagements before many conferences. CUPA was pleased to have Mr. Hay as the banquet speaker at the Eleventh Annual Conference.

a personal way. I tried to get some rhyme or reason into handling very simple personnel matters, for example, jury duty. One department head would dock the pay of a man going on jury duty; another would give him his pay and let him take his jury pay; and a third would deduct from his pay the amount he received as jury duty pay, so there were three policies on jury duty pay in one company. But this person didn't like to have policies because he said he wanted to handle each case on its individual merits, which meant that he handled it as he thought and felt on that particular day. This is very funny, but all of you probably have the same problem. If you can eventually get Personnel Policies in writing it will solve a lot of problems for you. How do you get them in writing? Well, take up one case at a time, and hack away at it until you get some agreement from the people who carry the real weight as to how this particular matter should be handled, and then one day you put it in writing. If you have a superior who has any gift at all, you can get him to accept that, and eventually you will have one policy in writing, and after you get one, you can get two, and so on. Those of you who do not have Personnel Policies in writing have a long step to take.

One of the other things you do is to keep familiar with your field, which means not only reading, since a lot of it is not effectively in print today, but attending meetings such as this where you can get exchanges and learn from the experiences of others things which you might not learn yourself in a long time.

The Personnel man is in a very difficult position. He cannot tell, or order; he must lead by virtue of the merit of his ideas, so he leads and persuades and suggests, but *never* tells, because operating people are the *real* Personnel people. In the university, of course, it is the people who do the work, so to speak, and the faculty. Between the two of them, I imagine you must be in a fix! I have, as you heard, had quite a lot of university associations, but I have never been in the position of being a university Personnel Officer, and so help me, I do not think I ever shall.

It must be very difficult, but the problem, although more difficult and more complex than is usually found in industry, is nevertheless, the same problem. How do you gain support for the personnel program? Well, you begin by remembering that it is not *your* program, it is everybody's program, particularly the program of the key operating people, both faculty and non-faculty. Unless you can convince them that you have something that will help them, they are not going to pay much attention to you. When you get a program that you think ought to be done, e.g., pension program, some better method of selection, etc. (I suppose most of you haven't dared suggest to the faculty that you can help them in the selection of faculty, but I will bet all of you will come to this some day), find a way of doing the thing which needs to be done and show them that you can do it for them better than they can do it for themselves, and after a while you will gain acceptance for what you can do for them.

I will mention a few of the things that can be done. They do not apply across the board in the university but they apply to some

part of it. For instance, a salary program. I am certain that is one of your headaches. Whether it is one of yours or not, I can name some universities where it is a headache; where everybody sets rates, there is no rhyme or reason, there is no universal yardstick for it.

Clerical selection and non-faculty selection itself is a problem. You will hear more about this tomorrow — where you can get aid and assistance in your own psychology department. Some of them can give you some help. I am a member of the American Psychological Association, and I know more psychologists than any other kind of human animal except maybe business executives. I can tell you what maybe some of you don't know; there are 57 kinds of psychologists, and one of them does not know much about the other 56. I doubt if there is any occupation in which there is more variation and more difference in subject-matter than there is in psychology. I am interested, and mainly familiar, with one branch of those 57 only. But that one branch happens to be one which can be of help to you, and if you can find in your psychology department people who know about the measurement of human capabilities, you can probably get some help that you can put to good use.

Performance rating is another little trick. How do you pay the person, and then, who gets an increase, and how much, and when — a very complicated business. Some of your universities teach these subjects, but don't use them in their own universities.

The approach to the Personnel Program is to gain support for your efforts. How do you gain support for your efforts? I will give you an example which I will characterize. You gain support by getting participation. I have a trio, a three-word slogan which typifies this. If you want to get results, you first get participation, i.e., active involvement. When you have achieved that, you gain understanding, which is the foundation for acceptance. Without understanding, you don't get acceptance. You can't ask for it. So to get acceptance, to get understanding, you must get participation. When you have the participation, and then the understanding, you get the acceptance.

Those of you here who teach are very familiar with this kind of thinking, but this applies particularly in Personnel Programs because of the lack of authority with which you can approach a Personnel Program. You can't start off and say: "Here's what we are going to do . . . ." You have to sell the idea, make it understandable, make it workable, and get people involved in it, and then you have a chance of getting it accepted. Don't get in a state of mind of giving up, or of being despondent. I worked for four years for this kind-hearted president who didn't know what should be done, and finally I got a good president, and then we made some progress!

Here are a few little tricks that might be of use to you. Study your people. Some people are fact-minded, and some people are inspirational. That is very crude classification, but it will do for the purpose . Don't throw new ideas at factual-minded people — they won't buy! You have to learn your people. What do you do if they are that way — these hard-headed people, these realists? Well, you have to sneak

up on them. You have to bring an example before you spring your idea; you bring an example of what somebody else did which illustrates the point you are going to make a couple of weeks later. Then you bring a letter from somebody who did this thing in another place that is just like yours, somebody he knows, perhaps. In other words, you build up a lot of evidence. And then one day you say so-and-so at such-and-such-a-place is doing something very interesting. Here is a letter he wrote me about it. Don't you think that we should maybe be doing something about it? By this time he may be a little on the weak side, and maybe will entertain the thing, or maybe look at it. Up to that time he is not even ready to look at it. So don't spring new ideas on fact-minded people without planning and timing and plenty of preparation. This is very serious and not meant to be funny at all. Another way of getting those people softened up is by supplying them with stuff that is in print, because somehow the printed word carries more conviction than anything you can say. The only error you can make there is if you give them too much printed material.

Another way to get progress, say if you wanted to adopt a written Personnel Policy, or get some uniformity in the pay plan, is to start working with key people who have a department of their own where they have some leeway, and work with those who show a "willingness" to be interested in progressive things. When you have two or three cells where you can get some progress, then you have something you can show others, and one by one you can bring them along. If you have a publication of any kind, you will find that you can use that often to report things which others are doing which you are not doing but ought to be doing, and if you are not too blunt about it, you can do some education by degrees. But above all, these programs have to meet a need. You can't just start as I used to do with programs that looked awfully good that I had not really worked out. You have to be darn sure that the program that you have is something that is practicable and that is useful and desirable for your own situation.

I am going to read you a brief comment on what the Personnel function encompasses. If you have read any books on the subject, you will find all kinds of lists, and some of them are several pages long. Here is a parcimonious list that only has five words, but it covers the wholefield:

1. Procurement
2. Conservation
3. Motivation
4. Development
5. Organization

Procurement obviously means to locate new sources of people and employ them, and it takes a large part of any Personnel Officer's time and manpower to do that.

Conservation as the word implies, is that you have manpower, you secure manpower, you want to conserve it. You want them to stay with you — you want them to want to stay. What are the things that make them want to stay? Pension plans, benefit plans, sick plans, good pay, proper pay, all the things that add to making a good place to work, and good conditions of work.

Motivation. What motivates a man to want to stay and to do good work? Well, again, pay,

proper pay, and proper attention to his pay, and in some situations additional compensation of one kind or another, particularly incentive. This includes the proper plan of communications, something that is not given enough attention. For instance, I have in my own little 38-person organization a company paper, so to speak, and I write it. Why? Because I am myself; I am unique in this little organization; what I say means something to them as nothing that anyone else might say quite does. So when I have something that I think is worth saying I make a note of it, and at the end of about two or three months I have a collection of items that I think will interest these 38 people, and some of them I am sure are important — these things that I want them to know. For instance, how do we keep business enough coming in order to keep 38 people busy, and this is a tremendous task by itself and has all its special angles to it. So every once in a while I tell them something about the task of getting enough new business to keep 38 people busy. It is important that they should know that; it doesn't happen by accident. So these things that I want them to know, and things that I think would interest them, I save up for three or four times a year, when I issue this little mimeographed journal. It can be as simple as that, or it can be very expensively printed, almost a brochure. It is not important what it is like. General Motors can afford to make it look very handsome, but you can't afford *not* to have it! It is not so much what *you* say, or what the Personnel Director says; it is important to put in the things that teh people ought to know and that wise heads think it is good for them to know. It is a way of communicating management's point of view to rank and file, and where you are large that gets to be more and more a problem and more and more important. There are 49 kinds of communication, that is one. All kinds of communication are important.

Development speaks for itself. You get people, and you conserve them. You still have another step to take, because next year you will have vacancies, and the more time passes, the more they will be up near high levels, and as people should have many chances to rise, they should be ready for those opportunities. So it is your responsibility to help them see, ahead of time, the needs for next year, and for five years from now, and help them get ready for them.

I might add that the personnel field in industry has fetishes. About every three to five years some new rash breaks out. The rash now, that has been going on for a couple of years and is still going hot, is "executive development". So everybody has to be an executive, and he must be developed! That is very important, but you had better start with, not only the executives, but everybody else, and don't wait for them to be president — start them *now* on the job they have *now!* So development is, in part, helping people to improve on the job they have today.

I will remind you of another thing about executive and other development which is easily overlooked. First, it is the responsibility of your top authority to provide for development. Second, it is the responsibility of each key operating executive to see to it that the people under him can take

advantage of that program and have such a program, and are given help in using it. Third, development is the responsibility of "General Smith," himself. As a man at Westinghouse said, "You can't push or pull anybody through a course of development. He can only help him get through himself." I needn't say that to you because you know perfectly well that we talk a lot about teaching, but there is darn little teaching — there is a whole lot of learning.

The other thing about this Personnel function is *organization*, which is probably more important than most people thing because you have heard of the old saying, "There are only three ways of doing things: the right way, the wrong way, and the Navy way." Well, most of us are doing things the Navy way, and not knowing whether it is the right way or the wrong way. An organization is one of those things. It is merely a way of getting people organized into groups for effective accomplishment of the desired aim. There is more than one way you can organize. The Personnel man is in a better position to give counsel to an organization than anybody else because he sees more of the total field than anybody else, except the top people. Another characteristic of this Personnel function is that it exists at two levels. It exists at the tactical or functional level where there are specific things to be done, like hiring clerks, or paying the help, or whatever it is. It exists at another level, which is the policy-making, key employment level, which includes your key operating people and also your faculty, so if you ever get your program developed at the upper or second level, you will be helping faculty find more faculty. You will be helping faculty advance faculty and create new places for suitable faculty members. That same thing exists in industry, a program of two levels, one the tactical level, where there are specific things to be done, and the higher up level where it is policy and high level manpower both in selection, promotion, development, pay, and in many cases, extra compensation for high level people.

This program is different and has different characteristics at this level. One of the characteristics is that a low level man cannot do a high level program. One of the unhappy things that had to be gone through at a conference I attended last week as to help the vice presidents realize what the president did realize, and nobody else did, that the *Personnel Man* they had was fairly effective for a low-level routine *Personnel Program*, but was totally incapable of doing the thing that they badly needed and recognized the need of, namely, a high level program entering into matters of concern to very top level people, the president and the vice presidents. They knew he couldn't do that kind of program, so what did they do? They had to face the fact that they had to have a man at the high level. They could not afford two men, so they had to let go one man and get a new man of the right level, and I must say in a week's time, that has been accomplished.

And this sums up my story.

Employee Selection—Science or Guess Work

T. H. CUTLER

"Your decision as to whether your selection will be science or guess work should be made on the basis of individual study. Every time someone leaves your organization and must be replaced, it costs money and efficiency. How much does it cost your institution in lost services, in delay of fellow workers, in the expense of replacement?"

The story is told of a young man who always requested his noon luncheon table next to an open window. His order was consistently beef stew and crackers, but his behavior caused much speculation by the waitresses and other diners. Finally, the head waiter could stand it no longer, so he approached the young man with the observation: "Each noon you require a table next to an open window; you order beef stew and crackers; but with every few bites of stew, you break a cracker and throw it out the window; why?" The young man's reply was very friendly, "Yes, I do throw the crackers out the window to keep the elephants away." "Oh come now," the head waiter exclaimed! The young man threw another cracker out the window, and quietly observed: "All right, if you don't believe me, look out the window, and see if you can see any elephants."

In these days of pragmatic philosophy, with an emphasis on practical results or values if it works, I sometimes feel our scientific selection has the same justification as the crackers in the story. It is true that our instruments have by and large a very respectable scientific origin. But I wonder if using a scientific instrument constitutes a science? It is true that a large number of those within the personnel field have submitted themselves to scientific training within the field. But I wonder if a trained worker always practices his science? Science is knowledge of facts and laws based upon observation and arranged in an orderly system. But if a body of knowledge is to remain a science it is subjected to continuous checking and questioning. In the world of today it must go even further in joining its facts and laws with other bodies of knowledge for the interactions and interrelations of operational research. A constant challenge of test and retest is the role of a body of knowledge if it is to remain a science.

Dr. Cutler is Professor of Psychology and Management, Chairman of the Division of Production and General Management, and Dean of the College of Business Administration at Denver University. This paper was presented at the Eleventh Annual Conference of CUPA at the University of Colorado.

I have, therefore, interpreted the invitation of your program committee with the assigned subject — Employee Selection, Science or Guess Work — as a desire to review a phase of personnel procedure. This is an invitation for which I am very appreciative. My present duties and obligations as Dean of a College of Business Administration have taken me from the field I love. But I would mislead you if I did not hasten to observe that while a Dean is not in the active field of personnel administration, a large percentage of his time involves personnel problems and techniques. I do not expect to make any new and startling contribution to you this morning, but I do hope that my review of selection possibilities will stimulate both myself and you to do a better job.

The scientist, when confronted by any problem, first seeks a clear definition of that problem. If he hopes to find something, he knows that he will be saved much time and disappointment if he has a clear statement of his objective. In selection, the definition of our objective, a successful employee, should be the "job specification". As a result of a job analysis we have the material for both a job description and a job specification. But this statement of the specifications of an individual who can be expected to best satisfy the duties and responsibilities described in the job description, must be up to date! If you will permit the analogy of a secretarial job description as a square hole as contrasted to a round hole, the previous or present incumbent of that particular secretarial job may have rounded the corners of our previously described square hole. The man who she serves may have had added responsibilities, or may have lost some of his duties to another in the expansion; it is still a square hole under all these possibilities, but the dimensions have changed. If we merely take the previous job "spec" and do a perfect job of obtaining an individual who qualifies, we have erred in obtaining an over- or under-qualified individual. I am aware that a job analyst operates under the principle that he does not allow the personality or qualifications of an incumbent to influence his description of the job, but I know from personal experience as an analyst that it is personality of individuals on the job that makes a high morale organization, as contrasted to a mechanized listing of duties and responsibilities.

But time passes, and we will hope that our job specification is from recent analysis and not merely a request for "a good secretary to do the usual things." Let us take a brief look at the tools or instruments that are available to us within a selection science: (1) recruitment, (2) application, (3) interview, (4) testing, (5) reference checks, (6) physical examination, (7) placement, (8) probation period. Each of these eight instruments warrant a presentation equal to my total time, but they are not new to anyone in this audience, and I will merely refresh, and review with you, what I hope are pertinent questions.

(1) *Recruitment:* What study have you made of your efficiency in the use of this tool? Where do you obtain your long service employees: private or public employment offices, newspaper advertisements, drop-ins, faculty wives or dependents, students, friends of your present employees? All these

are possibilities, but a study will usually indicate a variance in their effectiveness.

(2) *Application:* What study have you made of your application blanks? Are they a standard print or are they tailored to the information you need? Can you justify each question or have you wondered yourself why that particular question is asked? Do you actually use the short form to save both the applicant and your own time until it is determined that you are both interested enough to complete a long form? Do you have space on the form or a supplementary form to record your observation that seemed very important at the time?

(3) *Interview:* Is your assistant sufficiently trained to identify and encourage the qualified, or do you hear of good employees elsewhere who tried to see you? When there is no chance of employment, are people referrred eleswhere, or are they told we will contact you? Have you ever checked on the percentage of time the applicant gets to talk as compared to the percentage of time the interviewer talks?

(4) *Testing:* Have you tested the tests you are using, or do you use a test to be in style with the "best"? Do you realize the difference between test behavior and the behavior of daily performance? Do you remind yourself that a test is not magic but rather a standardized sample? Have you ever tried to determine how successful the test rejected applicant was either in your, or his, eventual employment? Do you allow an employment decision on test score, or do you accept the score as only one indicator?

(5) *Reference checks:* Do you check character references given by an applicant, or do you clear a name with the police department? Do you ask previous employers if they would re-employ the individual, or do you merely ask for verification of certain fact information such as dates, title, salary?

(6) *Physical examination:* Do you protect the appilcant from working on a job detrimental to his health? Do you protect your present employees from communicable diseases from new additions? Do you guard your experience record under Workmen's Compensation and other insurance by requiring the physical examination?

(7) *Placement:* Do you introduce your candidates to the supervisor, and, if accepted, do you see that the employee is introduced to what is expected, what he may expect, and where and how he is to find the things he will require?

(8) *Probation period:* When placed, is your new employee forgotten, or is there a review before seniority to check on the entire selection process? Supervisors need advice and help on the creation of proper attitudes and habits, and the best, and perhaps the only, time that the employee is really flexible, is while he is trying to learn the new assignment.

Yes, these are some of the problems on the tools that can be used for a scientific program of selection — in a large institution, I can literally hear many of you add under your breath. It has been a long-time personal belief of mine that a large organization only magnifies the same needs of a small organization. The limited numbers that exist in a small institution make each individual that much more important. Where several individuals carry a large

load, it can usually be observed that some individuals tend to balance off the inadequacies of others. But where I can only have one individual to carry a load, it seems very important to me that I have as much assurance as possible that the single individual is capable and interested in my requirements. There are individual differences between individuals: some prefer a small college town, others prefer a large metropolitan city; some prefer the responsibilities of a definite routine group of duties, others prefer the uncertainty of responsibilities that are definite only to the point of never repeating; some measure every assignment and moment by a dollar-and-cents-scale, fortunately there are some who would prefer less money if the associates are more than acquaintances and there are true values involved. Not every applicant will or should work for a small institution, but the very meaning of selection should indicate that some are chosen, while others are rejected. The concept that a test is a standardized sample may deny the selection of a standardized published test, but does not deny standardizing a sample of behavior that will be required and essential for that institution.

Anyone and everyone within the manpower field has problems ahead until the 1970's. We must remember that the distribution of population for the 1950's showed larger proportion at each end of the life scale and smaller proportions of the age groups in the middle years. The ages 20 to 64 accounted for 51% of the total population in 1900, increased to 60% in 1950, and will progressively become smaller by dropping to 52% by 1970. These years, 20 to 64, are the most productive years of the life span. They are the years that must now care for the greatly expanded groups of children and of older persons. By the 1970's the proportions will again be "righted," in the sense that the larger group of young people of today will be moving into adulthood. Assuming that the birth rate continues about as today, the nation will have in the late 1970's larger proportion of the population in the productive age than it will have during the next two decades.

For the immediate future, the single most striking fact is that the most productive age group is substantially smaller in proportion to the total American population than it has been in the past. Our standard of living of today requires more production and services for all age groups than it did before, yet we have a smaller proportion of the productive age to provide that standard of living. Automation may be helful, and is needed, but it will require all the science of selection that can be developed if we are to meet our manpower requirements with any satisfaction.

Your decision as to whether your selection will be a science or guess work should be made on the basis of individual study. Every time someone leaves your organization and must be replaced, it costs money and efficiency. How much does it cost your institution in lost services, in delay of fellow workers, in the expense of replacement? These are but a few of the questions that must be answered by an individual study of the cost of turnover. If that cost is insignificant, then a continuance of guess work is your best answer. But if, as in the majority of insti-

tutional studies, that cost is significant in accomplishment or cost, then it will warrant your being a scientist and questioning every procedure until you have the best for your organization. Even then you dare not continue without constant checking and improvement.

I would hope that my remarks do not effect you as in the case of one patient. This man had experienced difficulty in hearing and had submitted to most of the tests his physician could request. As a last chance the physician had inquired regarding his drinking, and when it was discovered this was in excess had insisted upon complete abstinence. The result was a complete recovery of his hearing for a considerable period of time. However, his friends were quite disturbed to learn he was once again experiencing difficulty in hearing, until he informed them that he liked what he drank so much better than what he heard that he had returned to drink. I hope that what you have heard this morning, while perhaps disturbing, is more pleasing to you than drink or throwing crackers out of the window to keep the elephants away.

Maintaining a Competitive Pay Plan—The Denver Story

F. ARNOLD McDERMOTT

"We have an obligation to recruit and retain competent and capable employees. To discharge that obligation, we must meet the rates in the market place. If we do not meet such rates, we are in danger of buying an inferior product . . . . If we do not meet such rates, like buying a good pair of shoes, our employees will perform better and wear longer."

I would like to first of all, express my thanks for having been invited to talk to you this morning. As a representative of the Government of the City and County of Denver, I am particularly glad that you are meeting in Colorado, a State which has of recent years been developing a lively interest in matters of personnel administration. As the representative of the Public Personnel Association at this conference, may I say that this Association is honored at having been invited to participate in your deliberations. This Association, as many of you know, serves more than 300 public agencies in the United States, Canada and elsewhere in the world, and is dedicated to the improvement of personnel methods and services.

In discussing the subject, "Maintaining a Competitive Pay Plan," my yurpose is to tell you the Denver story as it relates to wage and salary administration. For the sake of the record, I would like to state unequivocally, here and now, that I am not an "expert". My job is to administer a personnel program for the City and County of Denver; and wage and salary administration is only one aspect of that program, although a very important one. In our pay machinery, we have used principles and methods that others have developed, with perhaps a few "mile-high" refinements thrown in. We have given this problem of maintaining competitive pay rates serious thought, and have taken bold action to accomplish our objectives. In terms of dollars, before our system was established in 1955, pay survey costs were running about $60,000 a year. During our first year of operation, the costs ran to $86,000. During our second year of operation, after we had installed our own pay survey procedures, the costs ran to slightly over a million

Mr. McDermott was selected in 1954, on the basis of a nationwide competitive examination, to head the Career Service Authority of the City of Denver as Personnel Director. Before accepting this position he had served as Deputy Personnel Administrator with the Rhode Island Department of Civil Service. This paper was presented at the Eleventh Annual Conference of CUPA.

dollars; this was due to corrective action in making our rates match prevailing rates. This year, our cost will amount to $336,000, a decrease due to increased stability of our pay plan. Now, please don't get the impression that I am bragging about these increased costs or have any idea that they are any reliable indices to the validity of our pay rate structure. We always have a very serious concern with how the taxpayer's money is spent, especially this year in Denver when new taxes seem inevitable. The dollar figure merely illustrates the story of the positive action that has been taken.

In order to set the stage for the story that follows, I would like to briefly refer to our City organization and to the services we provide. From 1858, when gold seekers gathered on the banks of Cherry Creek in an area which was then a part of the Kansas territory, until 1957, Denver has grown from a few hundred pioneering souls to a metropolitan population of over three-quarters of a million people. A strong Mayor-Council form of Government has emerged, as well as a combined City and County organization covering a contiguous geographical area. The various departments of the City Government maintain and operate the Denver Mountain Parks system, which is one of the largest in the world; a nationally known museum of natural history; a 500-bed general hospital; a comprehensive recreational program; an airport, which is one of the busiest in the nation; and all of the usual public works, welfare, motor vehicle and other functions attached to a city and a county.

In 1947 Denver set up its first merit system under the then Mayor Quigg Newton, who is now President of this University. In 1955 a new personnel system voted by the people by Charter amendment came into being called the Career Service Authority. This Authority is an independent agency of City Government and is headed by a lay board of five members appointed by the Mayor. This Board has responsibility for personnel policies affecting about 4,000 employees. As Personnel Director, I have been delegated to administer the program for the Board, and our Department uses a professional and clerical staff of about twenty-eight employees. We perform all of the usual functions of a personnel office: recruiting, testing, selecting employees for City Government; maintaining a classification and pay plan; promoting training programs; enforcing the personnel rules, etc.

The story of our attempts to maintain competitive rates starts with a strrong conviction that we must pay the going rate to recruit and retain competent employees. We have been concerned with setting a rate of pay for a job that will *attract* capable workers. We have been just as much concerned with establishing and adjusting pay ranges that will *retain* capable workers. If either you or I are charged with a responsibility for finding and keeping competent employees, it must follow, as night follows day, that we must pay what the other fellow is paying. This is not to say that we do not have in our employ dedicated employees who are willing to work for less. But should we capitalize on their dedication? We maintain a competitive rate system in Denver so that we may get our share of competent employees. This com-

petitive rate system also provides an insurance to our employers in private industry that we will not outbid them in hiring employees, for we pay what we find to be the average rate for the job in the community, not the top rate, nor the bottom rate. On this basis I believe we have good community acceptance of our prevailing rate plan.

The Charter Amendment under which we operate provides that "the pay rates, including fringe benefits, shall be equal to generally prevailing rates, and shall provide like pay for like work". We have construed this Charter language to mean that our primary method of establishing rates shall be on the basis of the generally prevailing rate and that our secondary method shall be on the basis of classification relationships and job worth. These two principles are not new; they form the basis for constructing pay plans in most jurisdictions. However, policy must determine what weight should be attached to each principle. The principle of prevailing rates often clashes with the classification principle of job worth. In Denver, we pay our carpenters less than we do our painters. It could be successfully argued from a classification point of view that the jobs are equal in terms of level of responsibility, duties and qualifications; however, our pay data indicates that the carpenter is paid somewhat less than the painter in the community. Therefore, we adhere to our primary method of setting the rate for the job — that is the prevailing rate method. A carefully constructed job evaluation plan might well set the rate of pay for an x-ray technician above that of a common laborer; however, the rate for a common laborer in the community could be higher than that paid to an x-ray technician. According to our concept of competitive rates in Denver, we would then pay the laborer higher than the x-ray technician. We admit that this may not be an equitable or acceptable answer to many personnel technicians who are concerned with job duties and responsibilities, but we say, "Who are we to cure the ills of the world?" We feel that we should follow the price tag of the market place.

In constructing the methods we use in maintaining our pay plan we have relied on well known tools of the trade. We have a classification plan originally set up by the Public Administration Service which includes about 500 classes of positions. This plan is a schematic list of classes supported by written specifications setting forth the duties and responsibilities of each class and the qualifications necessary for appointment to a position of that class. A class, as you know, comprises one or more positions that are so nearly alike in the essential character of their duties and responsibilities, that the same pay scale, title and qualification requirements can be applied, and these positions can fairly and equitably be treated alike under like conditions for all other personnel purposes. Each position in the Career Service is allocated to a class of positions, and there are methods provided for reallocation when a position changes. This classification plan is tool number one in our bag of tools.

We have also constructed a pay plan which consists of 38 pay grades starting with a minimum of $171 per month up to the maximum rate of $1,173 per month.

Each grade in the pay plan has seven steps: a beginning step, five increments used for increases in pay, and longevity increment, which is awarded three years after an employee reaches his maximum increase. These steps are approximately five per cent apart from each other, and the pay grades likewise have a five per cent spread. This is tool number two that we use in constructing and maintaining competitive rates.

Our basic instrument is the annual pay survey. This survey is conducted during August and September of each year, the facts grinding out to recommendations being made to the City Council for inclusion in the annual budget which becomes effective on January 1. The survey is composed of two parts: (1) the local survey, which comprises Metropolitan Denver, that is Denver County and three adjacent counties, and (2) the national survey which is composed of 24 cities which approximate the size of Denver. The survey is broken into two parts for the reason that we believe there are two areas of competition to consider in setting competitive rates. The first area of competition applies to most jobs in the City Government, that is, competition within the community for workers who are recruited locally. The second area of competition is used because, for centain positions we must recruit from outside of Denver to fill the jobs, and we must concern ourselves with the rates being paid outside of Denver. Thus, we have a local survey and a national survey.

In the local survey, all information is collected by personal interview from a sample of 250 employers, usually employing in the neighborhood of 100,000 workers. These employers represent both public and private enterprise. The total survey sample is designed to contain approximately the same proportion of the various types of employers as are found in the Denver labor market. For instance, Government including the Federal Government, which is a large employer in Metropolitan Denver, represents about 15% of the total sample, transportation and other utilities represent about 11%, manufacturing 19%, etc. This sample is also designed, insofar as it is possible to do so, to be generally representative of the community as to the size of firm and union and non-union employment. Obviously, all information collected from employers is confidential. This aspect of confidential information is strengthened by the personnel rules which provide, "Such source shall not be admissible as evidence in any action or special proceeding and shall not be disclosed to anyone except members of the wage survey staff of the Career Service Authority".

Four trained personnel technicians are used to collect the data. In their interviews with employers these technicians match job for job; this careful comparison of jobs in the community with City jobs is made so that the pay data collected can be properly used in making comparison to the City rate of pay. Only employees holding permanent positions are included in the sample. The importance of this principle comes into play when we consider the construction industry where permanent jobs are not plentiful. Since job security is a feature of City employment, we feel that to make proper comparison with outside jobs we must make comparison only with employees who

hold permanent positions.

In addition to collecting pay data, the technicians collect specific information as to fringe benefits granted by employers. These are: vacations; sick leave used and paid for; holidays; meals, housing, uniforms and laundry furnished without cost to the employees; bonuses; cash contributions by the employer for Social Securtiy; retirement and various forms of insurance.

In collecting the pay data, the technicians use a list of key classes, which have been approved by the Career Service Board, and which have been selected on the basis that: (1) they are well known, commonly understood occupations; (2) they are susceptible to clear and concise description; (3) they represent kinds of work which are found in reasonable number in the municipal service and in outside employment; and (4) they are so located in the classification and pay plan that they provide good reference points upon which to base the rates for other classes. In this year's survey, which is now going on, we have 56 key classes, which represent about 12% of the total classes in the plan.

After the data collection has been completed, the process of tabulation and analysis starts. At this point I would like to explain an unusual feature of Denver's analysis of pay data, and that is the pricing of fringe benefits. After the fringe benefit information has been collected for each class of employees, it is priced according to formulas set up by the Career Service Authority. The vacation, sick leave, holidays and Social Securtiy information is translated into an hourly value. Employer contributions for life insurance, hospitalization — surgical and medical, retirement and other benefits are tabulated according to the actual employer contribution made. The hourly value of leave and the employer contribution is added together by the following formula: total hour's value of benefit times employee's hourly rate, plus employer's yearly contribution for flat rate benefits over twelve equals the monthly cash value of the benefit. These benefits are priced and tabulated by class and added to the cash rate.

After the total real wages, including priced fringe benefits of various employees in a certain class, are developed by this method, resulting pay figures are arranged in an array from highest to lowest and the interquartile range is determined. This range represents the middle 50% of the array of pay rates. Three points on this interquartile range are then established: the first point is set at the first quartile (Q-1) which represents the lowest pay rate in the interquartile range and is established at that point in an array of rates below which 25% of the cases occur; the second point is established at the median rate which represents that rate in the total array of rates below which 50% of the cases occur and above which 50% of the cases occur; and the third point is established at the third quartile which represents the highest pay rate in the interquartile range, and is established at that point in an array of rates above which 25% of the cases occur.

Following the determination of these points, the value of the City's fringe benefits is subtracted from each point to establish an adjusted interquartile range for outside employment to compare to the City's pay range. The City's

fringe benefits, of course, are priced by the same method that has been used in pricing outside benefits. It has been determined percentagewise that the City's fringe benefits represent 11.32 of the total hours worked including fringe benefits, that is, 2,080 work hours plus 265.6 fringe benefit hours. In order to warrant a recommendation for increase in grade, two of the points or measures previously referred to in the interquartile range must be equal to or greater than one-half the way to the next higher pay grade. When it is determined that a given class should be recommended for increase, classes related to the key classes are likewise recommended for increase.

This brings us to the second principle which is used in maintaining competitive pay rates in our pay plan, and that is the principle of classification distinctions between jobs, considering job worth. This is determined in Denver as it is in many other jurisdictions by relating one class to another in a job family and determining what should be the proper spread between jobs paywise. There are several tools that we use to determine this spread. In collecting pay rate data, in addition to collecting information about rates of pay for key classes, we also collect information concerning rates of pay for middle-management classes and for executive classes. Although information about these two groups is apt to be less relible than for the key class, it will provide important clues as to what the pay spread should be in a family of jobs.

We also confer, before the pay data is collected, with representatives of departments and unions to collect their ideas as to relationships between jobs. After the pay results are in and tabulated, once again we meet with representatives of departments to discuss findings and relationships.

Meanwhile, the second segment of the pay survey is being conducted; that is, the national survey for classes recruited outside of Denver. There are twenty-four cities in the sample, all carefully selected to represent a proper geographical distribution and representing a population spread from 350,000 to 800,000. Denver's population is estimated at about 520,000 in the City itself. Questionnaires are distributed to these 24 cities, and from the results of the questionnaire arrays are established for each class of position being surveyed. These arrays consist of the entrance rate of pay only, and the median rate is determined to be the rate which should come closest to the Denver entrance rate.

On approximately October 1 of this year our pay survey, now being conducted, will be published. It will be in the form of specific recommendations by myself, as Director of the Career Service Board, and a public hearing will take place sometime aften ten days of the publication of the report. At this public hearing the Board will hear from representatives of management and the employees and also from the public — from such groups as the Public Expenditures Council, Chamber of Commerce, or any other group which has an interest in expressing their opinion on the survey. The Career Service Board, after consideration of all the evidence, willl then make its recommendations to the City Council. The City Council will then deliberate on the recommendations, and if necessary, hold

public hearings and come to their conclusions about the rates to be established. The new rates will then go into effect with the beginning of the City's fiscal year on January 1.

Thus far I have described the pay survey procedures which are used to determine the rates of pay for City employees. There are other tools that we use to maintain a competitive rate system that will not only attract, but retain employees. I believe that too much emphasis has been placed in recent years in setting rates of pay that will attract new employees and too little emphasis on adjusting pay ranges that will retain present employees. I hardly need to remind you of the cost of recruiting and training new employees. It has been estimated that they average about $500 per employee. I believe that greater emphasis should be placed upon retaining the competent employee, thus saving this expenditure of money. How many instances do we hear about where firms have upped their rate of pay for beginning engineers and offered enticing fringe benefits to the young college graduate? I wonder how many trained engineers are being lost from those very firms because not enough attention has been given to retaining competent employees through an orderly pay range program.

In Denver we have used several methods to keep our competent employees on the job. When a class of positions is officially moved from one pay grade to a higher pay grade, the employees in that class of positions are likewise moved in salary according to their step in the pay plan range. When a class changes, an employee receiving the A step in the former pay grade will go to the A step of the new pay grade; likewise an employee in the B step of the former pay grade will go to the corresponding step in the new pay grade. This, although an expensive device, is the fairest means of preserving relationships in pay between employees in the same pay grade.

Another device which we have used is the establishment of a Proficiency Pay Increase system. If an employee meets all standards of performance for a particular job and consistently demonstrates proficiency in that job, he moves one step of the pay range to another at regular intervals. If an employee does not consistently demonstrate proficiency, he is not only denied the increase, but it is explained to him both orally and in writing why he is being denied such increase.

A problem related to the problem of setting proper pay ranges in bidding for new employees is the problem of hiring above the minimum rate. In Denver our practice is to hire at the minimum rate unless a higher rate is necessary in order to recruit qualified personnel, and this rate is approved by the Personnel Director. Less than 1% of the appointments to jobs in Denver are approved on this basis.

There are certain real dangers, however, in the practice of appointing above the minimum. It might lead to a deterioration of your pay plan. Minimum rates are no longer planned rates arrived at as a result of research and fact-finding, and the appointing official submits himself to the indignity of bargaining with prospective employees. There is less room in the pay range for providing pay increases as incentives for

improved performance. In addition, the practice of hiring above the minimum camouflages basic pay difficulties. Allowing entering-level engineers to be hired near the top of the range postpones the real problem of making fundamental changes in ranges for both the entering-level and related engineering jobs. This short-changes your present employees and leads to resignations which, in turn, add to your recruitment difficulties. Hiring above the minimum becomes such a convenient detour that the main line never gets fixed.

Then, too, unless problems of internal pay administration are carefully considered, this practice could result in troublesome morale problems. If some employees doing the work are paid less than the rate of pay for the newcomer, dissatisfaction is created — especially if the older worker is asked to assist in any way in the orientation process. Even if the older employees are brought up to the pay of the newcomer, problems may arise in changing eligibility dates for regular pay increases that may still penalize the older worker.

Another danger is that any appreciable use of the device of hiring above the minimum will increase the difficulty of predicting personnel costs and make the budgetary process a nightmare. The practice is also deceptive to candidates, resulting in the loss of competent persons who might have been available had they known the specific rate the agency would use in appointment. This practice encourages reliance on conventional recruiting methods. Necessity is still the mother of invention, and when we use a fixed minimum rate in a shortage class, we are forced to think out and try out new and more aggressive techniques instead of following the line of least resistance.

Hiring above the minimum because of experience and education is a questionable practice. Since when has education and experience been such a firm predictor of competency? If we pay the new employee a higher rate for an advanced degree, should we not then grant an increase automatically to the present employee who achieves the same degree? If we grant such an increase, it may be unwarranted on teh basis of demonstrated competence.

However, in spite of the fact that there are all these dangers, we still use the device of hiring above the minimum in Denver when we find that we have to in order to fill the job *now* with a competent person. This is especially true where we are bringing people from outside of Denver, when you have problems of relocation and consequent costs. The real answer to the problem, of course, is gearing your competitive rates to meet competition, and in your pay studies to paying careful attention to beginning rates of pay.

I have tried to outline to you the story of how we have tried to meet the problem of establishing and maintaining competitive pay rates in the City and County of Denver. This story would not be complete without attention to the need for successful communication with the various public which we serve. A good method must be sold and must be explained to the people who are affected by that method. Careful attention in Denver has been given to explaining our pay methods to employees and their unions, to representatives of de-

partments, the City Council, and civic groups who have an interest. Confidence has been established in our pay survey methods because a strong adherence to principle by the Career Service Board and the opportunity for a full discussion afforded all interested parties.

Finally, I believe that the quality of services rendered by our City employees to the taxpaying public has paved the way for public acceptance of our increased personnel costs. This relates back again to the fundamental reason why we concern ourselves with competitive rates. We have an obligation to recruit and retain competent and capable employees. To discharge that obligation, we must meet the rates in the market place. If we do not meet such rates, we are in danger of buying an inferior product, and the whole caliber of our personnel structure is weakened. If we do meet such rates, like buying a good pair of shoes, our employees will perform better and wear longer.

The Why, When, And What Of Personnel Administration In An Academic Setting

DIEDRICH K. WILLERS

Why do we have personnel programs? Is it just a case of keeping up with the Joneses? Or is it because we are engaged in the business of people and are interested in their welfare?

This morning I have been asked to discuss my observations on the organization and development of the personnel function in an educational institution. We all agree that a university's greatness is judged by the calibre of its faculty . . . but can a faculty subsist by itself? No. The faculty, in their work with students, needs to be backed up by, supported by, and served by administrators, technicians, buildings and grounds and residential halls employees, etc. Neither the faculty, nor the student body, nor the nonacademic employees can fulfill their duties without having the other two areas carrying out their own functions also.

In most institutions the faculty is represented by the deans; the student body by the Student Council and other campus leaders; but who is responsible for the administration of the affairs of the nonacademic employee? Whether we realize it or not, some one person, or several people, are carrying out this personnel function. In many small, medium, and even large colleges and universities there are no personnel departments. This does not mean that no one is carrying out the personnel function. I would guess it would mean that many people, and possibly every department head, is in the personnel business. In other words, everybody gets into the act. Undoubtedly there are as many personnel policies, and as many inconsistencies as there are departments and people. This not only makes for discontent but also develops fertile ground for union organization as employees from various departments compare notes with each other. More collective bargaining agreements have been signed because of discrimination and inequities than for any other reason. These alleged inequities and discriminations may be fact or fancy. Their source is resentment against alleged unfairness in the day-to-day handling of ordinary instances, including work rules and their changes, hiring and firing, layoffs and promotions, wage developments, fringe benefits, and the adjustment of minor and major grievances.

No personnel program can be successful that does not recognize that both the administration and

Comments and observations by Mr. Willers, Personnel Director, Cornell University, and President of CUPA at the first meeting of the Eastern Division of the Association in February, 1957.

the employee have specific areas of responsibility. We all know that the expression, "An honest day's pay for an honest day's work" is not only trite, but does not reflect modern thinking, practices, and needs. The increase of socialized practices in the area of fringe benefits makes the employer practically responsible for the employees' welfare from the sperm to the worm. Today many employees are as interested in the fringe benefits and psychic income values as they are in salary, and many just assume that all enlightened employers provide good working conditions with fair and consistent treatment for all employees.

In my mind the successful operation of a personnel department and the handling of the personnel function are dependent upon the confidence and the awareness that the top staff member has in his personnel director and the *equal* confidence that the personnel director *must* have in the administrative officer to whom he reports. Continued confidence is necessary in order to establish and administer any sound personnel policy. This single condition and relationship is more important than any other factor or group of factors. I read recently that "The main capital asset of any business is the confidence of the men in their leaders; the confidence of both in their product. Without such faith, there can be no permanent success in business."

You and I both know that many of the top administrators, working with the budget director, believe that personnel is a "give away" program. Let's remember that personnel directors, particularly in unorganized areas, are always in the middle. The budget people feel that we are all fighting for too much, and the employees, not always knowing how hard we have fought for them, feel that we have not accomplished enough. As a result, we, as personnel directors, are the "filler" in the sandwich, and sometimes it is sliced pretty thin.

Whoever is responsible for the personnel function, to adequately administer the program, must know what is going on on campus, must know what is going on in top administration, and be able to analyze the specific needs and desires of the employees. The top administration must realize that personnel and employee relations is a most sensitive area and one that can upset many other activities. Just the start of a rumor can create a waste of time — which is money, and if allowed to continue unanswered may create an impossible relation between the public, the student, and the faculty.

It is always very upsetting to me, as it is to other department heads, to hear of changes in policy or appointments that directly or indirectly affect the personnel of the university when we have not had a chance to comment upon it in advance, or at the very least, to be informed of it before it became public information.

What should be the area of activities of the Personnel Department? Is it just an employment bureau for clerks and stenographers, or is it a well-rounded personnel service program for all of the nonacademic employees, possibly including the faculty? I doubt if there are any personnel departments at either of the above extremes. I do believe that the personnel department should be consulted and informed of all openings for nonacademic person-

nel, including temporary help. The personnel department should be in a position to make recommendations and promotions from within and to handle the recruiting from without. Let me interject here that a clear-cut promotional policy is now recognized as an essential part of any effective personnel control system. Employees are not satisfied with casual statements, such as, "There is always room at the top," and "If a man is any good, he'll get ahead". Today, the employee demands evidence of a definite policy in this respect.

Here is what one speaker at A.M.A.'s October Office Management Conference said about clerical costs: "Manufacturing has become increasingly efficient and less costly, but the office, in contrast, has become less efficient and increasingly costly." Let's face the facts. An academic institution is not an efficient organization.

Every worker brings to his job a certain amount of potentiality of capacity for growth. His value to the employer lies not only in what he is, but also in what he may become. His effectiveness is certainly more real if these capabilities are used to the utmost. Now obviously, it is impossible in small academic departments, wnere the only supervisors are professors, to develop managerial skills. However, in the areas where we have the most employees we have many nonacademic supervisors whose skills can be developed so that they, in turn, can develop the greatest potentiality in the employee.

I am sure that you will agree with me that we must have the mutual confidence I referred to, and that we have the problem of assisting the staff in administering a personnel program that can give the employee the incentive and security that he needs to do a good job. What specifics do *we* need to incorporate in a nonacademic personnel program to accomplish this?

I believe that irrespective of the size of the institution there should be a strong unified personnel services responsibility. In a small school it may be a person who has many other responsibilities, but in larger institutions there is a need for a full-time staff to adequately adminster a program for the entire campus. The personnel function should include employment, fringe benefits, training, wage and salary administration, safety, etc.

Let's discuss these briefly.

The employment function should be responsible for the recruiting, testing, interviewing, and referral of all nonacademic employees. This function would also include exit or terminal interviewing.

In order to provide proper security for an employee and his family, we need to have a sound employee benefit or fringe benefit program. This would include the responsibility for the administration of a group life insurance program, major medical insurance, loss of income insurance, hospitalization insurance, workmen's compensation, retirement, free tuition for employees and their children, and the promotion and coordinating of employees' recreational activities. In this area the personnel function would most likely be responsible for the benefits for the academic, as well as the nonacademic employees.

None of these benefit programs are stagnant. They require constant study and review. Although we have had a group life insurance

program at Cornell since the 1930's, I doubt if there has been a year in which we have not studied and discussed possible alternatives. Just last month we read where Princeton changed the disability provisions of their group life insurance program by extending the age for eligibility for total and permanent disability from 60 to 65. We, too, have been studying this and hope to have it in effect by the first of July. A year ago, because of our experience, we were able to give a bonus of $500 of group life insurance to every employee. Now you normally would think this would be well received by most employees; however, we had many, particularly among our young women, who would have preferred to have the premium cut even if it only meant about 30¢ a month to them. In the past few years we have made several wage adjustments which we now think throw our group insurance program out of proportion. We feel that many of our lower paid employees are insured for too much; many of our top people are not insured for enough. In commenting on insurance, I am always reminded of the old adage that wives dislike it, but widows love it.

We have had major medical insurance for our professorial, administrative, professional, and supervisory employees for about three years. This program protects the family against excessive medical and hospital expense in the event of a catastrophic accident or illness. In two years, by constant study, we have been able to have the insurance company improve the policy in two or three ways and at no additional cost. Our program now provides that the insurance company will pay 80% of all medical and hospital bills over $500 up to $10,000.

One security program that we are most interested in today is the new one recently announced by TIAA which will provide income for a totally and permanently disabled employee from the time of his disability until age 65, and at the same time waives the premium on his TIAA and CREF retirement program until age 65. This provides for the retirement allowance that he would have had if the had continued to be employable. We could go on and spend a great deal of time talking about fringe benefits, and it is a field in which I am intensely interested. You will gather from my previous remarks that I feel it is an area in which we have to devote time for continued study in order for it to be most effective.

Another field of interest in the personnel area which I think is needed more than any other, and is probably the most neglected, is the training function. Here we are, all representatives of *educational* institutions, but most of us do not have an adequate training program for supervisors, nor do our supervisors have adequate training programs for their employees.

I believe that the training function should start with a proper orientation plan for all new employees. This would be a formal meeting within the first week or ten days of the new employee's career. The training function should include the establishment, development, and maintenance of policy manuals for the assistance of the staff. A manual is not training in itself, but it can be an effective, positive, training aid. There should be established continuing programs for the training and development of non-

academic supervisors. There is an acute need to make these people feel that they not only serve a purpose and have a function but that they are really a part of the administrative organization of the university. They represent the university to many employees. Two years ago we came very close to having a group of our employees organized by our own supervisors. We had failed to make it clear to these supervisors all their functions, their responsibilities, and their privileges. I am pleased that since then our administrative, professional, and supervisory personnel have been particularly recognized in the field of free tuition, major medical insurance, retirement, parking, and other fringe benefits.

The wage and salary function would include responsibilities for: establishing and operating a coordinated classification plan. The important aspects of this activity are keeping the plan current once it has been established, reviewing and classifying new positions, as well as reviewing the job content of positions as they become vacant. Almost every job changes in its complexity, depending upon the attributes of the incumbent. It is easy to see that we cannot consider the individual when rating a job, but as people change, so does the job, and it behooves the personnel department to keep pace with these changes as vacancies occur.

At Cornell we have an extensive, but not elaborate, safety program whose primary function is to provide safe and secure areas of work, play and housing for our employees, staff, and students. We have a peculiar situation because we have our own police department established by the laws of the State of New York and deputized by the Sheriff of our county. We have the authority to establish our own traffic rules and regulations which we enforce with our own police force. We will have over a hundred of our own police at football games and other major public events on campus. We do extensive work in fire inspection of all university buildings, as well as fraternities, sororities, and off-campus housing. Our Industrial Safety Engineer continually works with all on the campus, first to establish methods for the prevention of accidents — unfortunately, he is also called upon to investigate accidents. He also assists in the administration of our workmen's compensation.

I think we might ask ourselves — why do we have these programs? Is is just a case of keeping up with the Joneses, or is it because we are engaged in the business of people and interested in their welfare? Is it because we know that the keystone of any organization is the development and maintenance of sound employee relations? Or because we are aware of the somewhat inverted golden rule that "Management gets the kind of labor relations and organizational effectiveness it deserves"[1]?

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1. Douglas McGregor, "The Changing Role of Management," M.I.T. Technology Review.

Buildings and Grounds

DAVID W. CUDHEA

How a thousand men and women maintain Harvard's Physical Plant.

Every summer, during the past three years, the University has been assaulted by one or another of the ancient elements. It was air, in the hurricanes of 1954, and water, in the rain floods of 1955; this summer came the fiery finish of the Memorial Hall tower. Harvard's keepers, the men of the Building and Grounds Department, may be pardoned if they wonder what next year will bring. Perhaps a disaster of earth — Widener Library swallowed in a fissure, say. Whatever the spectacle, it will mean lots of hard, off-hour, and unspectacular work for the department of maintenance, operations, improvement, and emergency repairs.

The fire is a good example. As might have been expected, it broke out just after most of B & G's men had knocked off work for the day. Robert Green, the building's janitor, was the only one there at the beginning; he climbed into the tower with a fire extinguisher, but smoke soon drove him down. It wasn't long, however, before other B & G men were gathering. The foreman of carpenters, for example, turning on his television set in Watertown, was presented with a picture of the blaze, and he set out for it, speedily. So did the chief of the department, Cecil A. Roberts, who left his home in Quincy as soon as he arrived there.

When Roberts reached the Delta, he found salvage operations already underway, and as soon as the building was declared safe for entry the cleanup began in earnest. While watchmen stood off hundreds of the curious, plumbers looked to their drains, electricians to their wires, and roofers to the holes where flaming beams had crashed through the slates. In the basement, engineers set pumps to work removing the water poured in by firemen, and investigated the composure of pigeons, rats, and mice belonging to the Psychological Laboratories — and found it good. Upstairs, Roberts' carpenters and laborers dammed the doorways to Sanders Theater and Memorial Hall proper with planks and sandbags. In the Theater, caratakers carefully swabbed the walls; in the Hall they set special machines to vacuum half an inch of water from the door. Later they turned the heat on, opened the vents, and operated large fans to aid in the drying process. All told, nearly 75 Buildings and Grounds personnel saw service, and some of them worked through the night. The next morning the department's role turned to investigation, and aided in deciding what needed to be done to make the building temporarily safe for use.

SUCH HANDINESS in emer-

Mr. Cudhea is a staff writer for the University News Office, Harvard University. This article, originally printed in the **Harvard Alumni Bulletin** in November, 1956 was submitted to **CUPA Journal** by Mr. Nicholai F. Wessell, Associate Director of Personnel, with permission to reprint.

gency is one good reason why the University maintains its own corps of craftsmen, engineers, maintenance men, and laborers. It is only one of many reasons. The size of the department — B & G personnel are nearly as numeerous as freshmen — is determined by its more standard duties. Among these are: to scrub, polish, paint, plaster, heat, light, guard, repair, tend, and alter on demand the property of the University, as well as to oversee the telephones, empty the trash, battle the ivy, and run the largest hotel operation in the country (at reunion time). The task is diverse enough to be viewed in many dimensions, such as the yearly consumption of soap powder (five tons) or paper towels (seven carloads). Its size may be inferred by contemplating the cubage of the University (94,464,948 cubic feet of enclosed space) or the squareage (236.4 acres — 131.5 in Cambridge, 90.5 across the river, 14.4 at the Medical School). In fact, if all the University were housed in a single, one-story building, that building would be a mile long and nearly a half-mile wide. It would still, most probably, need the same army of maintainers and the same assortment of services.

There is little Buildings and Grounds will not do for the Harvard community. It will send around Roy Lanman to change light bulbs and bring the news. It will make a sign forbidding bicycle riding or ordering the Class of '07 down the proper garden path. Besides forwarding steam and electricity, via its miles of tunnels and wires, it will shovel snow, plant grass, rake leaves, transport bundles, refinish a desk, sell a commode, hoist a dinosaur, knock together a bookcase, deliver the intramural mail, and (in the person of a Yard cop) lift a Bursar's card. And it will provide for your office a nice little old cleaning lady, who will sweep floors cleaner than light, using your spilled imported tobacco to keep down the dust.

The department is even more concerned with repairs. Its repair center and headquarters is a former knitting mill on Memorial Drive. There you will find a stockroom with 13,000 items, and shops enough to meet any conceivable repair need. On one floor locksmiths turn out hundreds of keys a month, while on another workmen carry out a furniture refurbishment program costing $65,000 a year. There are a machine shop, a sheet metal shop, an electric shop, and shops for upholstery and shades, painting, pipe, plumbing, roofing, and woodworking. There are also three additional repair depots: in the Graduate Center, the Business School, and the Medical School. Mr. Roberts estimates that B & G takes care of some 10,000 minor repair jobs every year — jobs costing less than $100 apiece. Larger assignments, costing anywhere from $100 to $150,000 or more, total 2,000 to 3,000. In recent months, moreover, these larger jobs have pushed the department to the limit. It has been the most furious season of "alterations and improvements" that Roberts, with thirty years of service, can remember.

THIS MAY easily be gathered from a look at the transformations accomplished or in progress. Over behind the Union, for example, B & G artisans rebuilt the suites of two apartment houses, which, as Hurlbut and Greenough Halls, are quartering several score freshmen

this fall. On Francis Avenue the former home of the University Press became the Divinity Deanery. Added laboratory space was carved into Pierce Hall, and added computer room at the Computation Laboratory. B & G laborers graded the grounds of the new Music Library, and B & G craftsmen converted basements — that of Grays Hall into a police station, that of Weld Hall into a pink studio for photography. Professor Leontieff and his input-output economists took over a forty-room building on Massachusetts Avenue, and a 95-car parking lot appeared at the rear of the Batchelder House at 7 Kirkland St. In the Yard, "egress" was the theme of action. Doors and balconies were improved, and the familiar fire ropes in Matthews and Weld can now be coiled away for good.

For whatever of such work it cannot handle, Building and Gorunds draws the specifications and lets the contracts. It then supervises the work, as it has at Memorial Hall. For new buildings, architects may give the plans to B & G, to supervise construction. It will do so in the case of a new building of its own during the current year. Located on North Harvard St., south of the Stadium, the new headquarters and garage will resemble a modern industrial plant, one story high, of cinder blocks with brick front. Construction will be completed in the spring of 1957; whether the old building is to be otherwise used or cleared away remains to be seen.

"We also sit in on the planning for long-range building needs," Roberts observed in an interview not long ago. One of B & G's best stories is found in this context. It is alleged that President Lowell and the donor of the Houses, Edward S. Harkness, were strolling one day along the southern edge of the Yard. Trailing them was a man from B & G, who overheard the following conversation:

Well, Mr. Harkness, I should like to put a dormitory here, for the Freshmen, and to fence off the Yard.

Mr. Lowell, I should be very glad to give it.

Mr. Harkness, you have done enough. I should like to give this one myself.

At this point, so the story runs, the man from B & G tactfully walked away, for he knew all he needed to know — the building, Wigglesworth Hall, would be built and paid for. To this day, the story insists, nobody knows who did pay for it. (The Harvard reference, *Education, Bricks and Mortar*, says ambiguously, "Edward S. Harkness and others.")

It's worth noting that the Buildings and Grounds man was interested primarily in costs. He would be more concerned today, along with those who govern the University. For the vast volume of Buildings and Grounds services does not come cheaply, and the expense of maintenance are growing. In the past fiscal year, the total cost for operations, alterations, and repairs came to $4,099,409, nearly half for equipment and supplies, the rest mainly for labor. It cost another $490,167 to run the Medical School powerhouse, while the caretaking service ate up $1,631,536, primarily in the wages of watchmen, maids, and janitors. The grand total is more than $6,200,000, making Buildings and Grounds one of the University's largest departments. A year before, these total expenses came to nearly $5,900,000; five years ago,

$4,943,306; ten years ago, only $3,392,762. The increase stems from inflationary pressures since World War II, and their effect on wages and costs of materials. There has been no significant increase in the number of people in the department.

TO MEET such sizeable bills, the University has few shrub-funds or bequests for janitors' salaries. Newer buildings, of course, were endowed with maintenance funds at the time of construction, but most of the money for other upkeep comes from the unrestricted funds of the schools and departments. They pay B & G at cost for major improvements, caretaking services, and utilities, while also contributing to a "reserve for building maintenance." The reserve system keeps the departments on an even keel of maintenance expenses, and B & G on an even schedule of work. In effect, each department pays something each year toward the time when its buildings will need painting (every five to ten years) or a new roof (every thirty years). Each building has its own reserve credit; in the fall, B & G takes a look at the building and the balance, and draws up a maintenance schedule for the coming year. Thus carpenters and mechanics have work the year round, while departments do not face sudden huge expenditures for standard needs. More than $1,000,000 of B & G's yearly budget comes from the reserve fund.

This system was voted into effect by the Corporation in 1925, and it shortly became successful enough to be copied by other universities. As R. B. Johnson, a former maintenance superintendent, noted in 1937: "After department heads recover from the shock of setting aside a reserve each year, they really appreciate being relieved of the building maintenance responsibility." How much students appreciated necessary painting of rooms during term time Mr. Johnson found it hard to guess, but there was little difficulty. "In the dormitories, to be sure, there is some psychology used," Mr. Johnson remarked. And there still is — students get some choice of colors, for example. To these historical notes, Mr. Roberts adds a financial fact: in comparison to the value of Harvard's real estate some hundreds of millions of dollars — the reserve balance is never large. On June 30, 1956, it came to $1,642,338.

There is obviously as much "big business" as "housekeeping" to Buildings and Grounds, and Roberts sees his own job in this way. He compares it to that of manager of an industrial plant, who negotiates with unions, sits as permanent chairman of the scheduling and production committee, and is responsible to the administrative vice-president (Edward Reynolds). "You need technical training," Roberts said of the job requirements; for the most part, he collected his along the way. As did his principal assistants, Roberts came up through the ranks, having joined the department as a junior maintenance engineer in 1925. He studied for a time in the Lowell Technological Institute, and in the M.I.T. evening school. He took a Harvard degree — Adjunct in Arts — in 1934.

Either through experience or nature, Roberts — whose hair is gray and whose voice is soft — displays absolute calm in extraordinary situations. He takes in stride such matters as the sink-

ing of the Kirkland House courtyard (now arrested); the announcement, on a Sunday afternoon, that a flooded basement was filled with deadly sewer gas (it turned out to be something less deadly); the wrecking of the dignitaries' canopy in a windstorm the night before Commencement (they did without it); or the intricate and heavy demands of an "Omnibus" television program (which, as President Pusey said, turned the University upside down). "I guess you'd have to say that things other people regard as unusual, we regard as routine," Roberts concluded with no suggesion of the blasé.

UNDER ROBERTS, the department does not attempt to keep statistics on such matters as the number of brass fittings or gallons of paint used per year; general experience gives close enough estimates of what will be needed. At the same time, B & G does keep a tight running measure on its efficiency wherever possible. One of its yardsticks is the comparative cost of similar operations within the University. For example, the supervisor of the caretakers, John D. Connors, nails his costs down to the square foot. He has discovered a formula: "Caretaking costs should vary by no more than two cents a square foot from dormitory to dormitory. In administration buildings the variance should be no more than four cents. If our costs are within those ranges, we know our efficiency is good."

"We give people their money's worth," Roberts added. "Bad work doesn't show from the outside, but we will not do substandard jobs. High quality saves maintenance in the long run. Of course, people grumble about our prices, but those prices are fair. Our effort is to keep them in competition with those of outside agencies." The department does not attempt to determine how much, as a non-profit contractor, it may save the University each year. For one thing, the cost of obtaining such figures would be rather formidable in itself, Roberts believes. Additionally, many uses of B & G would be almost impossible to measure — emergency service in particular. In a crisis, B & G men go to work immediately, whether the problem is large — like those mentioned — or small, like a recent episode of bat-throttling in the room of a summer lodger (female).

Such readiness and flexibility underline another intangible, stemming from the attitude of the employees themselves. Harvard's personnel men term it "the invaluable loyalty and stability" of the working force. Among B & G's 430 craftsmen and engineers (the basic crew), turnover during the past year was only eight percent, a remarkably low figure when measured against that in most plants. Besides this basic force, about 233 men and 245 women make up the caretaking crew. Also, appriximately 125 "student porters" for room-cleaning are employed during the academic year.

For these employees, Harvard's policy is to provide wages, benefits, and working conditions toward the top of the range being offered by comparable employers — whether shipyards or universities — in the Boston area. Some of the current hourly wage rates: mechanics, $2.28; laborers, $1.60; janitors, $1.56; tree and shrub men, $1.80; firemen, $1.90. For their specialized jobs, the B & G employees have specialized unions, and the

department operates as a modified union shop. Mechanics and craftsmen join the Buildings and Grounds Maintenance Association (independent). Workers at the Medical School powerhouse comprose Local 849 of the International Union of Operating Engineers (AFL). The Employees', Groundsmen's and Truckmen's Association (independent) is self-explanatory, but the Harvard University Employees Representative Association is not. It represents janitors, maids, bindery workers, H.A.A. employees, and others. The Independent Association of Operating Engineers and the Police Association complete the list. All the Unions negotiate their contracts with the University each year; the results are put into writing for all except the independent operating engineers. As their name might suggest, they prefer an unwritten gentleman's agreement.

Summary Of Survey On Pre-Employment Testing

THEODORE J. WOLOSON

J. F. BREEN

Introduction

At the Board of Directors meeting in February, 1957, a research project in the area of clerical testing was approved. The following represents the results of this survey. A questionnaire was sent to 237 members of the College and University Personnel Association. On the basis of returns from 147 members (62%), this report is submitted to the Conference with the intention of providing the membership with information regarding the scope of pre-employment testing as it is presently being applied in colleges and universities.

Conclusions

Based upon the returned questionnaires, the following conclusions can be made:

1. Colleges and universities of sufficient size are using testing programs as part of their selection programs.

2. Facilities and funds have been major obstacles in the establishment of testing programs at colleges and universities of average size.

3. The critical shortage existing in the office and secretarial field has delayed the establishment of testing program to be used as a selection device.

Results Of The Questionnaires

1. Institutions reporting testing programs indicated the use of one of seven exams. 75% used between three and five exams.

2. Types of exams used and the percentage of colleges utilizing them is as indicated:

   a. Tpying - 91%
   b. Shorthand - 66%
   c. Clerical aptitude - 64%
   d. Intelligence - 54%

It has been pointed out in the past that there exists a high correlation between the predictability of some clerical aptitude tests and the intelligence tests. It is probably for this reason that some institutions have eliminated one of the two tests.

3. Testing time ranged from seven minutes to seven hours. The average time is approximated at 75 minutes.

4. Norms were established in a variety of ways, 38% of the returns indicated that no minimum scores were established. This reply is somewhat unrealistic in that the examinations must be given some weight in placement or selection. If the examinations are given, the person evaluating them in all probability is using some formal or informal cut-off scores. The remaining 62% indicated that norms were estab-

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lished on the following basis:

a. Determined by test administrators - 20%
b. Accepted suggested norms of authors of tests - 20%
c. Testing of present clerical staff - 13%
d. Testing sample of applicants - 7%
e. Experience study by psychologists - 2%

5. The exams were administered on the following basis:

a. By the personnel officer - 73%
b. By the university testing centers - 16%
c. Through outside agencies - 6%
d. No data - 5%

6. Five colleges originally indicateed that they had completed, or were in the process of, conducting a validation study. It was our original intent to report this area in great detail. After sending follow-up letters to these five colleges, we found that two of the schools had not conducted a formal study. Of the three remaining colleges two studies had been conducted, and one was in process. Bacause of the limited number reporting this item, no statement or conclusions can be made.

7. In reviewing the reasons given by colleges and universities for the lack of an examination program, it is apparent that the

Numerical Breakdown Based on College and University Enrollment
Pre-Employment Testing Survey
August, 1957

Enrol. Fig.	Tot. Quest. Sent	Unre't. Quest.	Tot. Ret.	Memb. Having A Testing Program	Memb. Not Having A Testing Program
0 - 1400	88	39	49	6	43
1401 - 7000	92	43	49	18	31
Over 7000	57	8	49	31	18
Cumulative Totals	237	90	147	55	87

Percentage Breakdown Based on College and University Enrollment
Pre-Employment Testing Survey
August, 1957

Enrollment Figures	Total Percentage of Returns	Percent Having Testing Program	Percent Not Having Testing Program
0 - 1400	55.6	12.2	87.8
1401 - 7000	55.3	36.7	63.3
Over 7000	86.0	63.3	36.7
Cumulative Totals	62.0	37.4	62.6

smaller colleges do not feel a need exists for such a program. In many cases this is probably justified. The smaller schools having small staffs and small numerical turnover probably fill their clerical vacancies with greater ease, and on a personal-acquaintance or former-student basis.

8. One of the most important questions in the questionnaire dealt with the conditions under which a person could be employed without taking the exams. It is interesting to observe that only 58% of the returns indicated that the exams were compulsory. The implication is three-fold:

a. Tests are being ignored.
b. Tests are being used only as a screening-out technique.
c. Tests are being used, as is the intent, as one in a group of selection devices.

Tests cannot provide all of the answers. It is only through the proper combination of interview, personal history, testing, and all other selection tools and guides that we can arrive at our ultimate goal — job success.

Basic Generalizations Brought Out By The Pre-Employment Testing Survey

Based upon thee results of the questionnaires, we are able to make the following generalizations:

1. The larger colleges have found more need for the use of a formal testing program.
2. Most members used between three to five exams in the battery.
3. The examination time usually runs about one hour and fifteen minutes.
4. There is no standardized method used throughout the membership when establishing norms.
5. In most cases the exams were administered by the personnel office.
6. Of the colleges and universities having testing programs, only about half made the examinations compulsory.
7. The typing test is the most frequent ingredient in the test battery.
8. Most applicants are given an opportunity to take the exams if they so desire.
9. Of the institutions who do not have a testing program, the most frequent remark was that they felt that no need for such a program existed.